

EXECUTIVE SUMMARY

IN MANY WAYS, THE 1999-01 Biennium marked the beginning of a new era for the Washington Department of Fish and Wildlife (WDFW), tribal managers and everyone involved in fish and wildlife management in Washington.

Salmon recovery became a statewide priority, supported by new funding and a new level of involvement at the local level. Science also played an increasingly important role in guiding policy decisions about resource management of all kinds, while WDFW's own business systems were retooled for the modern age.

As a key participant in these and other changes, WDFW developed an array of new partnerships, new technologies and new management strategies that helped to set a new course for fish and wildlife stewardship in the 21st century. It also continued to build on its unique working relationship with Washington's treaty tribes, who share management responsibilities for hunting, fishing and hatchery operations in many areas of the state.

Throughout this dynamic period, WDFW was guided by its legislative mandates to conserve Washington's fish and wildlife resources, while also working to maintain fishing and hunting opportunities for the people of the state.

KEY ACCOMPLISHMENTS

From surveying streams to enforcing the state's fishing and hunting laws, WDFW performs hundreds of activities each year to fulfill its mission of providing "sound stewardship of fish and wildlife." Below are some key actions taken during the 1999-01 Biennium that not only advanced the Department's immediate goals but also set a new course for the future.

GOAL 1: Healthy and Diverse Fish and Wildlife Populations and Habitats

Salmon recovery: No issue received more attention from WDFW or the Commission than the recovery of declining wild salmon, steelhead and bull trout stocks. Key recovery efforts include:

- **Selective salmon fisheries:** Mass-marking of hatchery salmon made it possible to extend selective fishing rules to 52 recreational salmon fisheries, providing protection for weak wild runs as well as fishing opportunities on abundant hatchery stocks. Successful tests conducted with new types of commercial fishing gear paved the way for selective commercial fisheries in the years ahead.
- **Local salmon recovery:** WDFW provided critical technical assistance to a new network of local salmon recovery organizations, which together helped to channel \$92 million in funding to 510 restoration projects during the biennium. Besides supporting the new network of Lead Entities created by the 1998 Legislature, the Department continued its partnership with Regional Fisheries Enhancement Groups (RFEs) and other volunteer organizations to restore vital freshwater salmon and steelhead habitat.
- **Hatchery reform:** Recovery programs for wild salmon at state hatcheries resulted in several record returns in 2001. Meanwhile, WDFW filed reports on 128 hatchery programs to comply with federal requirements under the Endangered Species Act (ESA), and worked with treaty tribes, federal agencies and a panel of independent scientists to reform state, tribal and federal hatchery operations.
- **State/tribal conservation plans:** Years before the 1999 listing of seven salmon and steelhead stocks under the ESA,



Marked vs. unmarked salmon: *Fin clipping opens the door to selective fisheries. See Page 49*

state and tribal fisheries managers began working together on harvest conservation plans for two declining stocks: Puget Sound chinook salmon and Hood Canal/Strait of Juan de Fuca summer chum salmon. Those plans were completed and submitted to the National Marine Fisheries Service in 2000, providing the foundation for the first comprehensive recovery plans for those species.

- **Adaptive management in forestry:** The landmark Forests and Fish Agreement of 1999, which WDFW helped to design, includes a provision that allows for adjustments in forestry rules as new scientific information becomes available. Under this groundbreaking “adaptive management” provision, WDFW scientists initiated a number of studies that may help to further refine the state’s forestry rules.
- **Habitat restoration:** Besides providing technical assistance to local organizations, WDFW spearheaded several habitat restoration projects of major importance. The Deepwater Slough project – one of the largest of its kind in the nation – opened up more than 300 acres of prime estuarine habitat to juvenile salmon on the south fork of the Skagit River. On Goldsborough Creek in Mason County, WDFW teamed up with Simpson Timber and the U.S. Army Corps of Engineers to remove an aging wooden dam, opening up 14 miles of ideal spawning habitat upstream. WDFW also helped to negotiate an agreement for the removal of Condit Dam on the White Salmon River in 2006.
- **Focus on science:** By creating the position of “chief scientist” within each of the Department’s three resource-management programs, WDFW Director Jeff Koenings established a clear priority for the role of science in the Department. Major topics of research during the biennium include interactions between hatchery and naturally spawning salmon, marine biotoxins and the effects of various forestry practices on fish and wildlife. The Habitat Program also continued work with treaty tribes on a map-based database linking salmon runs to stream conditions throughout western Washington.
- **Marine Enforcement Division:** In light of the new ESA listings in 1999, all marine enforcement detachments were consolidated un-

der a new division to step up enforcement of state salmon regulations. Field contacts with anglers showed a 98% compliance rate with new selective fishing rules.

- **Groundfish/shellfish protection:** WDFW and the Commission took a number of actions to protect marine fish and shellfish in state waters. On the coast, bottom trawling was prohibited to protect declining groundfish stocks and pot limits were established for the commercial crab fishery. Changes in Puget Sound included new harvest quotas on Dungeness crab, limited entry for commercial shrimp fisheries and two new marine reserves to provide long-term protection for rockfish species.
- **Game management:** Most big game populations showed substantial recovery from the hard winter of 1996-97, but some needed a helping hand. For the first time, long-term plans were drafted for all 10 state elk herds, identifying management actions needed to bolster those with sagging populations. WDFW increased sampling of deer and elk for chronic wasting disease, even though no cases of this fatal disease have been detected to date in Washington.

GOAL 2: Sustainable Fish and Wildlife-Related Opportunities

- **Selective salmon fisheries:** Besides providing protection for listed salmon populations, selective fisheries helped to expand recreational fishing opportunities focused on abundant hatchery stocks. In 2000, for example, the selective season for salmon anglers fishing in the ocean area off Westport lasted a full six weeks. If not for the requirement to safely release unmarked coho, fisheries managers estimate that they would have had



Big game: Mild winters improve deer populations.
See Page 126

to close that season after a week to 10 days of fishing to protect weak wild stocks. The situation was much the same in fisheries from northern Puget Sound to the Columbia River.

- **Triploid trout:** Fishing in Washington's lowland lakes got a lot more interesting in 2000, when WDFW began stocking triploid trout with the support of funding provided by the state Legislature. Voracious feeders, the sterile rainbow trout quickly grow to an average size of 1½ pounds.
- **Warmwater fisheries:** The Meseberg Hatchery, the state's first large-scale rearing facility for warmwater fish, became fully operational, producing bass, walleye and other species for one of the state's fastest-growing recreational fisheries.
- **Commercial sardine fishery:** In 2000, the Fish and Wildlife Commission approved the first commercial sardine fishery in nearly 50 years, based on stock assessment surveys showing steady growth in the sardine population.
- **Youth fishing:** Nearly 700 volunteers taught 8,900 young people how to handle a rod and reel through WDFW's Fishing Kids program, newly expanded with funding provided by the state Legislature.
- **Hunting opportunities:** Increasing waterfowl populations allowed for some of the most liberal duck-hunting seasons on record. The harvest of deer and elk grew significantly during the biennium as the state's big-game populations rebounded from the hard winter of 1996-97. The wild turkey harvest also increased in proportion to their growing popularity among hunters.
- **WildWatchCams:** Tens of thousands of people logged on to WDFW's new EagleCam website to watch a pair of eagle tend their eggs – and eventually their chicks – in real time. The same educational technology was used to produce a BatCam and SalmonCam, building on WDFW's public outreach efforts.

GOAL 3: Operational Excellence and Professional Service

- **Automated license sales:** WDFW's new electronic licensing system allows hunters and fishers to purchase recreational licenses over the phone or the Internet – for the first time – or from dealers throughout the state. The new system, the Washington Interactive Licensing Database



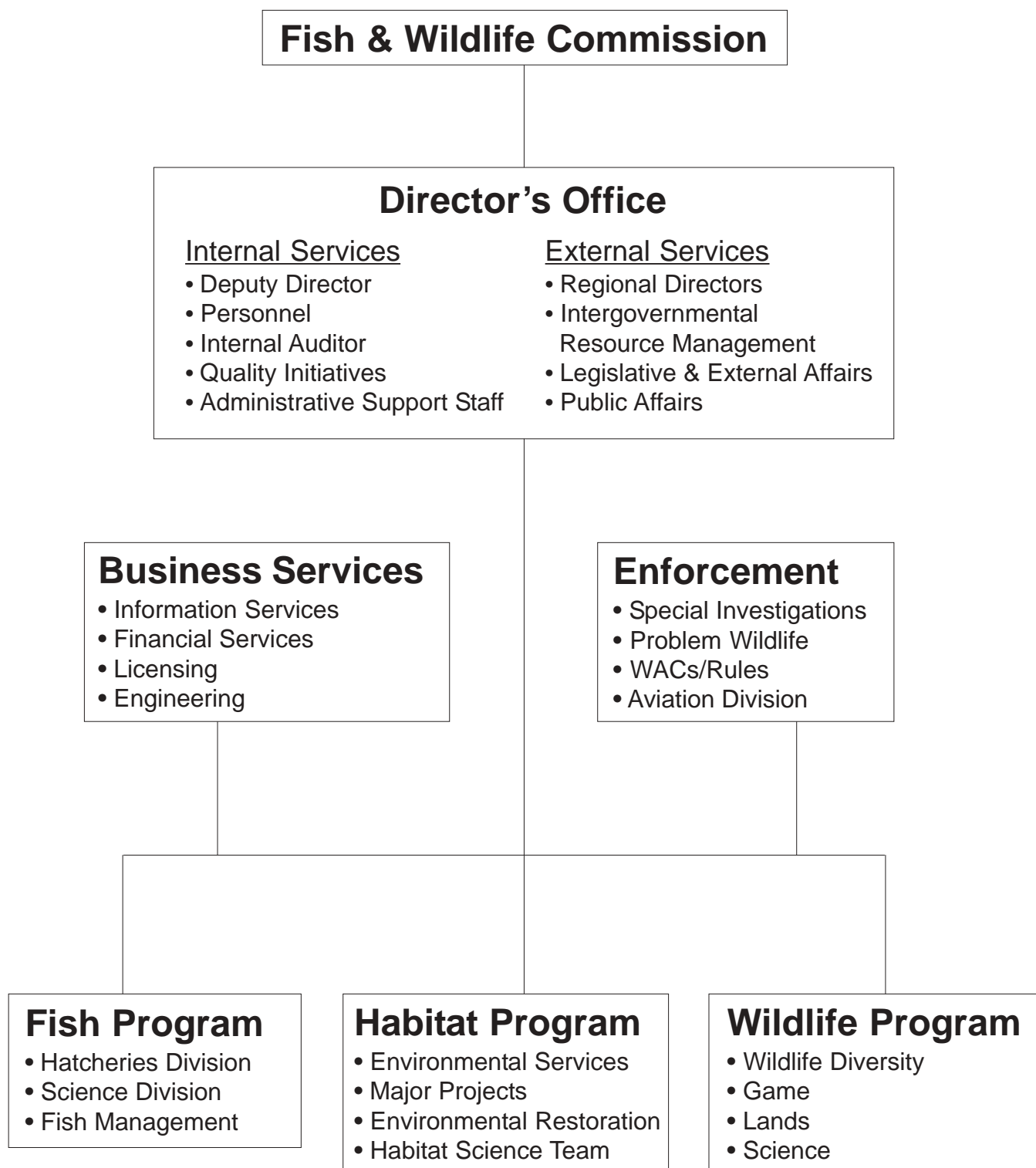
EagleCam: Thousands logged on to the WDFW website to watch eagles tend their nest in real time. See Page 146.

(WILD), also eliminated the old practice of processing licenses by hand, streamlining the process and adding greater financial accountability.

- **New business systems:** Improvements in agency technology, including new financial accounting and information systems, also contributed to the Department's efficiency and financial accountability. After running a substantial revenue shortfall in 1998, the Department finished the 1999-01 Biennium well within budget.
- **Strategic planning:** In 2001, after extensive involvement by WDFW employees throughout the state, the Department adopted its first formal strategic plan, clarifying WDFW's goals and objectives. In June of 2000, the Legislature consolidated all fish and wildlife laws under a single statute, also contributing to the Department's new sense of unity and stability.
- **Cougar management:** After hound hunting for cougars was banned by voter initiative in 1996, public complaints about cougars grew year by year. At the direction of the Legislature, WDFW designed a system for removing cougars that present a threat to public safety within the parameters of the initiative.
- **Hydraulic permit turnaround:** In 2001, the Department significantly reduced processing time for Hydraulic Permit Approvals (HPAs) needed before doing various types of work in or near state's waters. By the last quarter of the year, only 1.5% (14 permits) of HPAs took longer than 45 days to process compared to 6.2% (57 permits) in the first quarter.

WDFW ORGANIZATION

1999-01 Biennium



ORGANIZATION

Since passage of Referendum 45 in 1995, the responsibility for setting basic policy direction for WDFW has been vested in the Washington Fish and Wildlife Commission. The Commission's nine members, who each serve six-year terms, are appointed by the Governor and confirmed by the state Senate.

The Commission establishes fishing and hunting seasons and makes a wide range of policy decisions, which included imposing a ban on ocean trawling and establishing marine reserves in the 1999-01 Biennium. Minutes of public meetings and workshops held by the Commission are posted on WDFW's website at <http://www.wa.gov/wdfw/com/minutes/minutes.htm>.

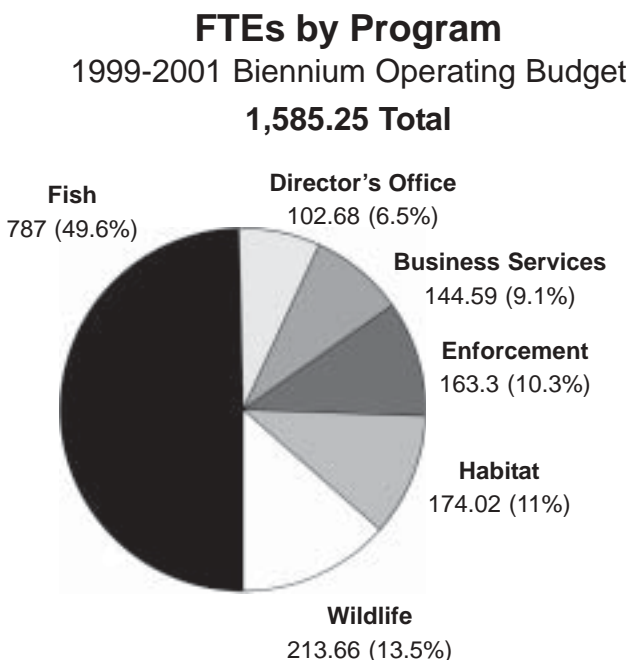
In January 1999, the Commission hired Jeffrey Koenings, Ph.D, as WDFW Director, with the responsibility for supervising 1,645 full-time equivalent (FTE) employees, including 60 supported by the capital budget. Koenings also oversaw an operating budget of \$274.8 million and a capital budget of \$26.7 million as part of his overall management responsibility for the Department.

WDFW operations were organized under six major programs, each with its own divisions and sub-programs. Approximately 47% of the Department's staff worked out of the WDFW headquarters in Olympia, while the remaining 53% reported to six regional offices throughout the state. Major programs include:

- **Director's Office:** In addition to the Director, the Deputy Director and their support staff, the Director's Office includes Personnel, Regional Office administration, Legislative and External Affairs, Public Affairs and the new Intergovernmental Resource Management (IRM) group discussed below. The Director's Office had a budget of \$18.4 million and 102.7 FTEs in the 1999-01 Biennium.
- **Business Services:** Business Operations includes Licensing, Information Systems, Financial Services, Capital Programs and Engineering, with an operating budget of \$56.3 million and 145 FTE staff.
- **Habitat:** The Habitat Program is responsible for protecting, restoring and enhancing the

state's fish and wildlife habitats. The program is organized into five main divisions: Environmental Services, Environmental Restoration, Major Projects, Science and Regional Operations. The program had an operating budget of \$22.6 million in the 1999-01 Biennium, supporting 174 FTEs.

- **Fish:** The Fish Program is responsible for protecting and perpetuating all game fish, food fish, shellfish, unclassified marine aquatic species, aquatic pests and all fish culture activities for WDFW. The Program is organized into four divisions: Hatcheries, Fish Management, Science and Administrative Operations. The largest of the programs within WDFW, the Fish Program had an operating budget of \$113.1 million in the 1999-01 Biennium, supporting the work of 787 FTEs.
- **Wildlife:** The Wildlife Program manages a wide variety of wildlife species and their habitats to perpetuate those populations and provide recreational opportunities for the public. Five divisions within the program include Wildlife Diversity, Game, Lands, Science and Administration. In 1999-01, the Wildlife Program had an operating budget of \$35.6 million, supporting the work of 213.7 FTEs.
- **Enforcement:** Fish and Wildlife Enforcement officers are charged with a broad array of responsibilities, ranging from regulating fishing and hunting activities to responding to bear and cougar complaints. The Enforcement Program is



composed of headquarters administrative staff, field operations and an aviation and vehicle/vehicle shop. Like other WDFW program staff, fish and wildlife officers are deployed throughout the state in communities where they live and work. The Enforcement Program had an operating budget of \$28.8 million with 163.3 FTE commissioned and non-commissioned staff.

While this basic organizational structure had been in place since 1997, the Director made two changes early in the biennium to improve agency-wide operations in two high-priority areas.

- **Chief Scientists:** Reflecting the critical role that science plays in the agency's operations, Director Koenings named a chief scientist to each of WDFW's resource programs: Fish, Wildlife and Habitat. Their role was to elevate scientific research throughout the agency and coordinate its application in the field.
- **Intergovernmental Resource Management:** In July of 1999, Director Koenings created the Intergovernmental Resource Management (IRM) group to take the lead in developing policies that affect the department's relationships with Indian tribes, federal and state governments and other state agencies. Creation of the new resource management group was designed to improve agency coordination on critical issues ranging from implementing court orders on tribal hunting and fishing rights to developing state policies for salmon recovery under the federal Endangered Species Act. Nearly all the 20 staff members who make up IRM were drawn from agency resource programs, providing the new policy group with a knowledgeable and experienced staff.

DEPARTMENT FINANCES

WDFW entered the 1999-01 Biennium under close scrutiny by the state Office of Financial Management and the state Legislature after reporting an expected shortfall of \$17.5 million in the State Wildlife Fund during the previous biennium. Citing problems endemic to WDFW since the merger of the former Department of Fisheries and the Department of Wildlife, a consultant's report commissioned by

the Legislature attributed the shortfall to poor financial controls, incomplete financial reporting and a lack of automation, combined with an unexpected decline in fishing and hunting licenses which support the Wildlife Fund.

The solution to the Department's 1998 financial crisis required WDFW to cut \$7.5 million in planned expenditures, eliminate 106 staff positions and sell off \$2.1 million in lands owned by the Department. To help cover the shortfall, the Legislature also extended a \$3.5 million line of credit from the State Treasury, which the new Director never used.

Eager to avoid repeating that situation, the Department's new Director and his management team paid close attention to WDFW's financial condition throughout the 1999-01 Biennium, following recommendations made by the management consultant, Talbot, Korvola & Warwick (TKW). With \$489,000 approved by the state Legislature, the WDFW also initiated a number of improvements to agency information systems identified in the Department's new strategic plan.

WDFW ended the 1999-01 Biennium in stable financial condition, with a balance of more than \$6 million remaining in the State Wildlife Fund. Moreover, the investments made to bolster the Department's business systems have left WDFW in a much better position to respond to future downturns in revenues.

Revenues

State funds comprised 59% of the Department's financial support in the 1999-01 Biennium, with the remainder coming from federal and local government agencies. Among state funds, the State General Fund accounted for 33% of incoming revenues, while 16% came from the State Wildlife Fund and 10% from other dedicated state funds.

Unlike the previous biennium, revenues accrued in the historically volatile Wildlife Fund remained consistent with Department projections. Supported by increasing sales of recreational fishing and hunting licenses, the Wildlife Fund produced \$50.7 million for WDFW during the two-year period, consistent with the ten-year average. Aided by a new automated licensing system, the Department monitored license

sales closely throughout the biennium, ending with a positive balance of \$6 million. Other dedicated state funds were also stable and were closely managed by WDFW managers.

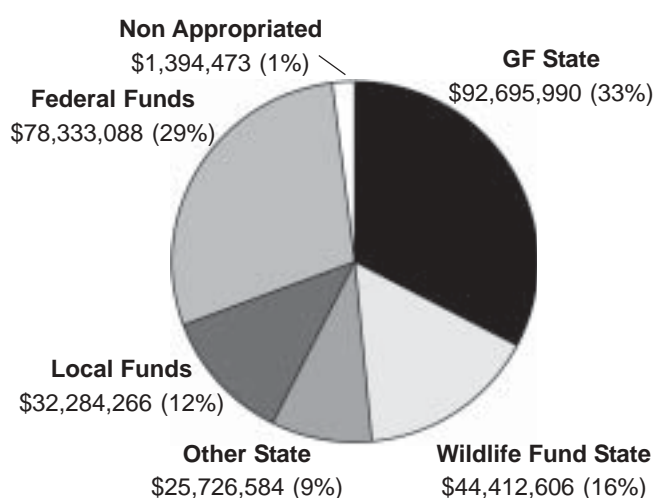
State General Fund support for the Department increased 8.7% from the previous biennium, although the majority of those funds were earmarked as “pass-through” funding for new activities mandated by the Legislature rather than ongoing WDFW responsibilities. This, together with the rising cost of doing business, required Department managers to make difficult choices regarding the expenditure of scarce General Fund resources.

Federal and local funds made up the remaining 41% of the Department’s biennial revenue, increasing by \$7.5 million from the previous budget period. These funds, which support habitat mitigation and other projects carried out by WDFW staff, were also relatively stable, with some exceptions. Reduced support from federal Dingell-Johnson (Sportfish Restoration Act) funds in 1999 forced spending reductions in a number of fish management programs, including groundfish studies, management of rockfish and lingcod, mass-marking and other activities. Other federal sources such as Pittman-Roberts (Wildlife Restoration Act) and Mitchell Act funding (hatcheries) remained relatively stable, while local funding – primarily from public utility districts – increased slightly.

Major Revenue Sources

1999-2001 Biennium

\$274,847,007 Total



Operating Budget

WDFW’s total operating expenditures for the 1999-01 Biennium, including supplemental appropriations approved by the state Legislature in 2000 and 2001, were \$274.8 million. Of this amount, \$165.3 million was supported by state funds while \$109.5 million was supported by federal and local funds.

An additional \$1.3 million, was also provided in the Office of Financial Management’s budget to help WDFW upgrade its information processing infrastructure and make business systems improvements. This funding allowed WDFW to upgrade its information network, establish a 42-month personal computer replacement schedule and support three additional information systems positions and an economist.

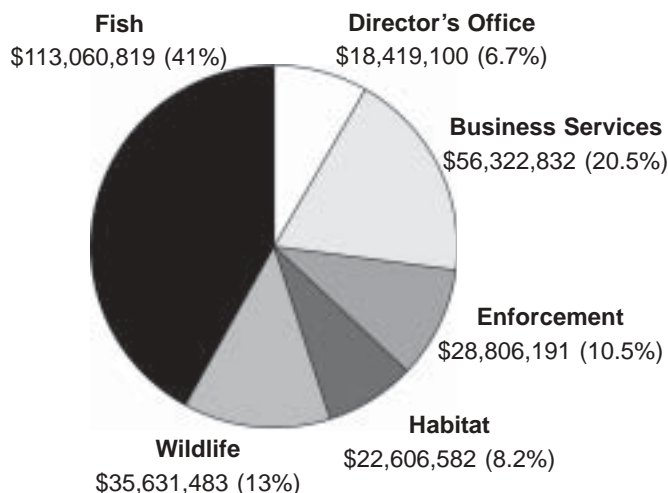
The operating budget for the 1999-01 Biennium contained two significant structural changes in funding for WDFW activities:

- Salmon recovery:** Funding for statewide salmon recovery activities was transferred from WDFW to a newly created Salmon Recovery Account, administered by the Interagency Committee for Outdoor Recreation. The new Salmon Recovery Funding Board was created by the state Legislature to allocate funds from this new account along with federal funding to regional salmon-recovery efforts. The Department received \$10.1 million from the account for various salmon-recovery activities, including \$2.5 million to support Lead Entity operations. The Department also received \$3.5 million from the State General Fund to hire 12 additional WDFW enforcement officers to guard against the illegal harvest of salmon and steelhead and protect fish habitat.
- SSHEAR:** During the 1999 Legislative Session, funding for the Salmon Screening, Habitat Enhancement, and Restoration (SSHEAR) Program was moved from the capital budget to the operating budget. However, the operating budget provided SSHEAR with only one year of funding and WDFW was directed to pursue funding for the second fiscal year through the Salmon Recovery Funding Board. The Department was successful in doing so, although this approach was not deemed to be a long-term solution and funding for SSHEAR remained unresolved at the close of the biennium.

Operating Budget by Program

1999-2001 Biennium

\$274,847,007 Total



In other areas, the two-year budget approved in 1999 provided additional funding from the State General Fund to implement a new automated recreational licensing system (\$500,000), control green crab infestation (\$464,000), rebuild distressed elk herds (\$100,000), eradicate noxious weeds (\$334,000) and implement new crab catch record cards (\$100,000). The Department also received \$2.34 million in state funds and \$4.67 million in federal support to buy back commercial fishing licenses, followed by an additional \$19.8 million in federal buyback funds in 2000.

In all, the 2000 Supplemental Budget provided WDFW with an additional \$1.8 million in General Fund-State (GF-S) funding, of which \$703,000 was earmarked to restore hatchery production and modify some hatchery facilities to meet requirement of the federal Endangered Species Act (ESA). In addition, the Legislature provided \$800,000 to add eight enforcement officers to address problem bear and cougar situations and \$400,000 to support recovery of marine fish populations.

In addition to these GF-S appropriations, the 2000 Supplemental Budget provided WDFW with an additional \$840,000 in Wildlife Fund-State funding to maintain hatchery production, rebuild distressed elk herds, meet Chiliwist fire expenditures, re-

move pheasant pens on Whidbey Island and increase pheasant production. WDFW also received \$789,000 from the Salmon Recovery Account to repair and replace salmon screens in the Methow Valley.

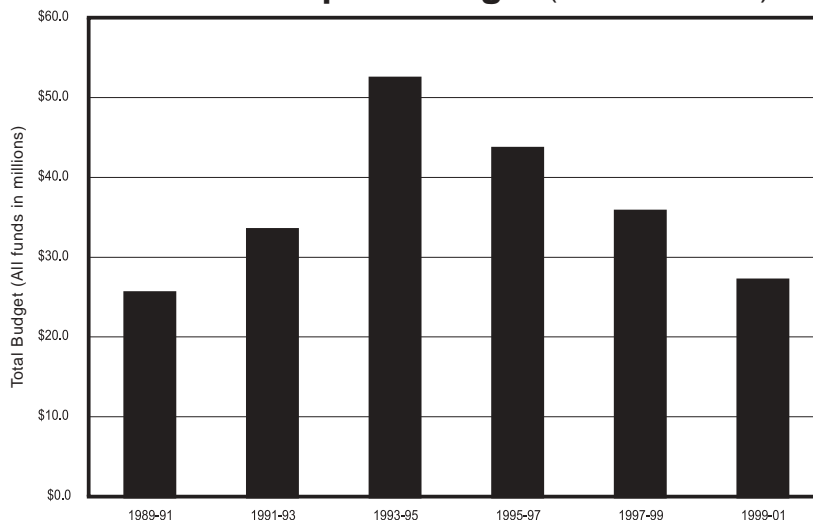
The 2001 Supplemental Budget provided WDFW with \$645,000 GF-S in fund to cover the cost of combating eastern Washington wild fires that occurred in the summer and fall of 2001. The Legislature also provided increased appropriation authority from the Wildlife Fund-State to improve sanitation at Department access sites and spend revenues generated from pamphlet advertising to offset production costs.

Capital Budget

The 1999-01 capital budget continued the steady decline in state capital funding the Department has received since the 1993-95 Biennium. The result was that renovations at a number of state salmon hatcheries were deferred, improvements at public access sites were put on hold and WDFW was again forced to delay acquisition of several critical wildlife habitat sites.

The 1999-01 Capital Budget approved by the Legislature provided the Department with a total of \$26.7 million, of which \$14.98 million was supported by state bonds. Of the total amount, WDFW expended \$19.85 million along with additional reappropriated funds from the 1997-99 Biennium. A minimal amount of reappropriation of 1999-01 funds were necessary due to permit delays required for projects requiring work within state waters.

WDFW Capital Budget (FY 1991-2001)



As in previous biennia, WDFW used its limited capital funding to make emergency repairs at Department facilities, construct and repair fences to protect crops from wildlife and make renovations at hatcheries and other facilities necessary to continue operations and comply with the ESA. Two major projects funded in the 1999-01 Biennium were renovation of the Issaquah Salmon Hatchery and removal of Goldsborough Dam in Mason County.

INTERGOVERNMENTAL and LEGAL ACTIONS

Under state law, WDFW is directed to “preserve, protect, perpetuate and manage” the fish and wildlife resources of the state. Meeting those responsibilities requires more than a dedicated staff and a clear sense of public purpose. In a modern world, where fish and wildlife management is a shared responsibility, it also requires strong partnerships with tribal co-managers, other states and state agencies, the federal government, local governments, private businesses, non-profit organizations and, occasionally, other nations. Sometimes, it also requires legal action to clarify these rights and responsibilities.

Below is a listing of the major intergovernmental agreements reached between WDFW and other parties during the 1999-01 Biennium, followed by a summary of the Department’s legal actions. Major intergovernmental agreements fall into two basic categories: Those with treaty tribes involving joint resource management and those with federal agencies resulting from listings under the ESA.

Intergovernmental Agreements

- **Comprehensive Chinook Plan:** In December of 2000, WDFW and Puget Sound treaty tribes completed and submitted to National Marine Fisheries Service (NMFS) a jointly developed Puget Sound Chinook Harvest Management Plan. The two-year plan included maximum recovery exploitation rates and harvest management strategies designed to protect and recover Puget Sound chinook salmon listed under the ESA. The plan was approved by NMFS in March of 2001, providing ESA coverage under a 4(d) rule exemption for state and tribal fisheries in 2001 and 2002.
- **Summer Chum Initiative:** In April of 2000, WDFW and Point No Point treaty tribes released the Summer Chum Salmon Conservation Initiative, the first comprehensive regional conservation plan for a federally protected salmon population in western Washington. The plan was also sent to NMFS, which is responsible for adopting recovery plans for salmon species listed under the ESA. In the spring of 2001, NMFS accepted the harvest management portion of the initiative as a recovery plan for the protection of summer chum during fisheries for other salmon species under section 4(d) of the ESA. In the fall of 2001, NMFS accorded the same ESA recovery plan status to the hatchery supplementation portion of the initiative.
- **Centennial Accord:** The Department developed a Centennial Accord Implementation Plan following Governor Locke’s meeting with the tribal and state agency officials in Leavenworth and subsequent modifications to the Centennial Accord on December 2, 1999. The Department’s implementation plan calls for annual meetings with the tribes on specific fish management issues, including shellfish, in addition to the frequent and routine contacts with individual tribal representatives. Wildlife management issues are also an important component of tribal/state cooperative management initiatives, and Director Koenings provided Governor Locke with a March 14, 2000 memorandum which described specific actions the Department has taken in response to concerns raised at the Leavenworth meeting.
- **Columbia River Accord:** The State of Washington along with the State of Oregon, the four Columbia River treaty tribes, and the federal government signed a multi-year abundance-based plan that established conservation goals for depressed wild salmon stocks on the Columbia and Snake rivers in 2001. The multi-year plan focuses on rebuilding Snake River spring and summer chinook, upper Columbia spring chinook and Snake River sockeye. Under the plan, harvest rates were to be adjusted based on the number of wild fish projected to return in a given year. The plan was designed to provide stability in both harvest and hatchery production arenas.
- **Annual salmon management plans:** In April of 1999 and again in April of 2000 and 2001, the Department and the tribes successfully developed comprehensive annual fishery

More WDFW activities require federal authorization under ESA

The number of intergovernmental agreements required for the Department to meet its various management responsibilities increased substantially during the 1999-01 Biennium, following the listing of seven additional population groups of salmonids under the federal ESA. While WDFW had been managing for listed stocks on the Snake River since the early 1990s, the new listings required federal authorization for numerous fisheries, hatchery operations and research activities throughout the state.

Under the ESA, any activity that could incidentally “take” members of a listed stock while conducting other activities requires authorization from the National Marine Fisheries Service or the U.S. Fish and Wildlife Service.

Listed below are various types of incidental “take” authorizations filed by WDFW with those agencies to comply with the ESA. This process is discussed in greater detail in the section of this report titled “ESA Listings and Salmon Recovery.”

State-Tribal Resource Management Plans

- Comprehensive Chinook Plan for Puget Sound
- Summer Chum Salmon Conservation Initiative

Hatchery Genetic Management Plans

- Plans filed for 128 state hatchery operations during 1999-01 Biennium.

Fisheries Management Evaluation Plans

- Lower Columbia River tributaries
- Snake River and its tributaries

management plans for state and tribal fisheries in Puget Sound and the coast. The annual plans include specific management regimes for chinook, coho, and chum salmon. Plans for pink and sockeye salmon were developed through the Pacific Salmon Commission process. In addition, the Department and Columbia river tribes completed spring/summer and fall fishery management plans in 2001. These plans demonstrated great improvement in cooperatively managing Columbia River stocks between the states and the tribes.

4(d) Research Authorization

- More than 50 individual research projects ranging from spawner surveys in Puget Sound to dam studies on the Columbia River.
- Adaptive management studies conducted by the Cooperative Monitoring, Evaluation and Research (CMER) panel under the Forests and Fish Agreement

Section 6 Cooperative Agreement

- Hatchery and research impacts on bull trout

Section 7 Applications

- 2001 Pacific Fishery Management Council fisheries
- 2000/2001 fisheries on the mainstem Columbia River
- Biological assessment for 2000/2001 fisheries on the Snake River

Section 10 Applications

- Hatchery projects on the Upper Columbia River
- Steelhead research at Hanford Reach
- Steelhead and spring chinook research on the Upper Columbia River
- Spawning surveys and other research on the Upper Columbia River.
- Hatchery projects on the Upper Columbia River.
- Sockeye propagation at Wells Priest Rapids and Lake Wenatchee
- Upper Columbia River sport fisheries
- Snake River spring chinook research
- Tucannon River broodstock projects

- **Shellfish harvest plans:** In each year of the biennium, state and tribal co-managers completed 25 shellfish management plans, establishing catch allocations, fishing seasons, harvest regulations and other measures designed to protect the resource.
- **Medicine Creek hunting rights:** The Department, affected county prosecutors and the signatory tribes to the Medicine Creek Treaty employed two facilitators to ascertain, for enforcement purposes, the southern extent of tribal hunting rights under the treaty. After a report was

submitted by the facilitators, the Department commenced rule making and adopted the enforcement boundary definition in December of 2001. Since then, the tribes have adopted the boundary in their respective hunting regulations and the affected county prosecutors have used that definition in their prosecutorial decisions.

Lawsuits

- **U.S. v. Washington:** In January 2001, twenty treaty tribes and the United States initiated a new sub-proceeding against the state of Washington under the federal court's jurisdiction, alleging that the state violates the tribes' treaty "right of taking fish" by owning culverts that block fish passage, to the extent that such culverts impair the tribes' ability to earn a "moderate living" from fishing. The state takes the position that its ongoing efforts to identify and repair defective culverts satisfy any treaty-imposed obligation to provide fish passage. Trial preparation is under way.
- **U.S. v. Oregon:** Under the continuing jurisdiction of the federal court, three states, five treaty tribes negotiated several interim agreements on the management of Columbia River fisheries below Priest Rapids Dam. The parties' goal is to reach agreement on a long-term management plan for fisheries and hatcheries.
- **Midwater Trawlers Cooperative v. U.S. Department of Commerce:** In an agreed order approved by the court in March 2000, WDFW agreed to drop its challenge to a federal rule describing usual and accustomed areas for tribal groundfish fishing off the Washington coast in exchange for the federal government's statement that the rule does not establish tribal usual and accustomed fishing grounds and stations for the purposes of the ongoing *United States v. Washington* treaty fishing litigation, and that the rule has no precedential effect in that litigation.
- **Sea Shepherd Conservation Society v. WDFW:** In March 2001, the Thurston County Superior Court dismissed a claim that WDFW must enforce state laws prohibiting the taking of gray whales by Makah tribal whale hunters. The court said that the Makah Tribe and the federal government were "indispensable parties" in the case who could not be joined in the state court action because of their sovereign immunity.
- **Wildboy Creek Sediment Spill:** During May of 1997, Longview Fibre lowered the water level behind Camp Kwoneesum Dam, resulting in a significant sediment spill into Wildboy Creek and adversely impacting fish and habitat in the creek. WDFW investigated the incident and sent a natural resource damage claim to Longview Fibre. After settlement talks and meetings, the parties signed a settlement agreement in August of 1999. Longview Fibre agreed to complete restoration work on Boulder and Wildboy Creeks, to monitor Boulder Creek, and to pay WDFW about \$10,000 for its costs responding to the incident.
- **Elliot Bay Marina v. WDFW, U.S. Army Corps of Engineers and U.S. Fish and Wildlife Service:** This U.S. District Court case involved Elliot Bay Marina's request for release of a performance bond held by the defendants to secure the mitigation plan associated with the permits issued for the construction of Elliot Bay Marina. In December of 1999, the parties signed a settlement agreement whereby the defendants agreed to release the bond and Elliot Bay Marina would pay \$70,000 to restore habitat in Elliot Bay. It was also agreed that the money would be split between the Muckleshoot and the Suquamish tribes for habitat restoration projects. Based on the settlement agreement, the court entered an order dismissing the case.
- **WDFW v. Gary and Dione Davis:** In 1998, WDFW filed a lawsuit in Grays Harbor Superior Court against Gary Davis and his former wife, Dione. Mr. Davis was employed by WDFW when he embezzled approximately \$133,000 from WDFW. Grays Harbor Superior Court issued an order for a pre-judgment writ of attachment on Mr. Davis' personal property and authorized the recording of a writ of attachment on the real property. The court also required Mr. Davis to deposit the proceeds of his state retirement fund with the court when he cashed out his retirement money. The parties recently signed a Settlement Agreement and the court entered orders giving all the personal property and the retirement money to WDFW, giving WDFW a share in the proceeds from the sale of the real

property, dismissing Dione (Davis) Sowers from the case, and entering a judgment against Mr. Davis in the amount of \$133,108.65.

- **Condit Dam Relicensing:** In September 1999, PacifiCorp, the owner and operator of Condit Dam on the White Salmon River, entered into a settlement agreement with the major parties to the relicensing, agreeing to pay up to \$17.5 million for the dam's eventual removal. The settlement was submitted to the Federal Energy Regulatory Commission for approval and PacifiCorp has started the removal permitting process.
- **Citizens for Responsible Wildlife Management v. State (I):** A coalition of trappers and sportsmen brought a lawsuit in Thurston County Superior Court challenging the constitutionality of Initiative 713, which bans the use of body gripping traps and two kinds of poisons. Animal rights groups intervened on the side of the state

and the Washington State Farm Bureau participated as an *amicus*, supporting arguments of the plaintiffs. After hearing cross motions for summary judgment on July 13, 2001, Judge Strophy upheld the constitutionality of I-713 on all grounds challenged. Plaintiffs have indicated they plan to appeal the ruling directly to the state Supreme Court.

- **Citizens for Responsible Wildlife Management v. State (II):** The lead plaintiff in the first challenge to Initiative 713 brought a second lawsuit in Spokane County, this time challenging both Initiatives 713 and 655 on the basis that they contravene the public trust doctrine in Washington. Plaintiffs argue that the public trust doctrine applies to wildlife resources, WDFW is the sole entity charged with implementing trust duties pursuant to the doctrine, and the two initiatives unlawfully interfere with WDFW's management program. ■

FISH & WILDLIFE COMMISSION

SINCE PASSAGE OF REFERENDUM 45 in 1995, the responsibility for setting basic policy direction for fish and wildlife management has been vested in the Washington Fish and Wildlife Commission. The Commission's nine members, each of whom serves a six-year term, are appointed by the Governor and confirmed by the state Senate.

Among its various responsibilities, the Commission establishes hunting and fishing regulations for each season and designates species in need of special protection. It also supervises the Director of the Washington Department of Fish and Wildlife (WDFW) and approves the Department's budget to ensure that WDFW's actions are consistent with its goals and objectives.

Throughout the 1999-01 Biennium, the Commission worked closely with the WDFW director to address a wide range of resource issues, ranging from groundfish protection to cougar management. Commissioners also took an active role in the Department's legislative program, helping to secure the state funding necessary to modernize the Department's operating systems and monitor improvements in WDFW's business practices.

During the course of the biennium, the Commission held 11 formal public meetings and eight informal workshops where citizens had an opportunity to participate in the decision-making process for Washington's fish and wildlife resources. Minutes of those meetings, as well as the Commission's conference calls, are posted at <http://www.wa.gov/wdfw/com/comintro.htm>

Washington Fish & Wildlife Commission

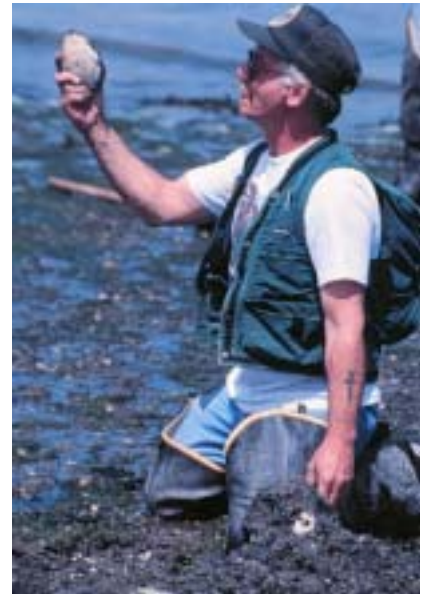
- **Russ Cahill**, Olympia; elected chair, 2001; served as vice chair 1999-01
- **Kelly White**, Kettle Falls; served as chair, 1999-01
- **Will Roehl**, Bellingham; elected vice chair, 2001
- **Ron Ozment**, Cathlamet
- **Lisa Pelly**, Bainbridge Island
- **Dawn Reynolds**, Pullman
- **Fred Shiosaki**, Spokane
- **Bob Tuck**, Selah
- **R.P. Van Gytenbeek**, Seattle

The Commission has 2.6 FTE staff positions, funded through the Business Services Program, to support Commission operations. The total operating budget for the Commission during the 1999-01 Biennium was \$284,000.

Key actions taken by the Washington Fish and Wildlife Commission during the 1999-01 Biennium include:

- **Marine sanctuaries:** Established two new marine sanctuaries (no fishing) and a marine preserve (salmon trolling only) in Puget Sound to protect depressed marine fish stocks.
- **Trawl ban:** Prohibited the use of trawl gear in state coastal waters to catch groundfish, many species of which are in decline.
- **Cougar management:** Oversaw the development of new rules, consistent with Initiative 655 and subsequent legislation, for the use of dogs to remove cougars to protect public safety.
- **Ballast water:** Adopted new controls on the discharge of ballast water into state waters to protect against the release of exotic species.
- **Catch record card:** Required recreational crab fishers to document their catch on a catch record card to aid in harvest estimates.
- **Salmon eggs:** Prohibited the sale of chum salmon eggs separate from the carcasses to discourage wastage.
- **Commercial sardine fishery:** Authorized the first commercial sardine fishery in nearly 50 years in recognition of the stock's recovery.
- **Rotenone:** Imposed a year-long moratorium on the use of rotenone, a naturally occurring chemical to rehabilitate lakes, until safety issues could be addressed.
- **Endangered species:** Down-listed the peregrine falcon from "state-endangered" to "state-sensitive" but added two other species (mardon skipper, northern spotted frog) to the state-endangered species list, reflecting the changing status of those species. ■

Stewardship starts with a dedicated staff



DIRECTOR'S OFFICE

THE DIRECTOR'S OFFICE PROVIDES strategic direction and operational oversight for Washington Department of Fish and Wildlife (WDFW) employees throughout the state, working to turn policies adopted by the state Legislature and the Fish and Wildlife Commission into action. Since assuming the position as WDFW director in January of 1999, Jeff Koenings, Ph.D, has guided the Department in a wide range of initiatives designed to promote sound management of the state's fish and wildlife resources – and of the Department itself.

Selective fisheries, hatchery reform, closer working relations with treaty and other federally recognized tribes, new partnerships with local salmon recovery organizations – these and other resource management initiatives discussed in this report reflect priorities advanced by the Director during the 1999-01 Biennium. At the same time, the Department also made significant progress in achieving three internal management goals Director Koenings established shortly after arriving at WDFW:

- Improve financial management and update outmoded business systems to support the Department's work throughout the state.
- Unite WDFW staff under a shared understanding of the Department's goals and objectives.
- Emphasize the role of science as the foundation for all of WDFW's fish and wildlife stewardship responsibilities.

One of the Director's most pressing challenges at the start of the biennium was to rectify the Department's financial management practices. After a serious revenue shortfall in 1998, WDFW emerged from the 1999-01 Biennium in a stable financial position under the careful financial oversight of a new management team and an

overhaul of the Department's business systems. (See next section titled "Business Services.")

The Department's first strategic plan was also completed under the Director's leadership. The plan, which clearly articulates WDFW's goals and objectives, was one of 53 items identified by employee advisory committees created by the Director to recommend operational improvements at the Department. More than 95% of those improvements, ranging from supervisory training to a thorough review of the Department's technology requirements, were completed by the end of the biennium.

A central theme of Koenig's leadership of the Department is the importance of science as the cornerstone of fish and wildlife management. To reinforce that principle, he created the position of "chief scientist" within each of the Department's three resource-management programs and put a high priority on applied research projects ranging from wildlife genetic studies to digital mapping of riparian corridors. Several major legislative initiatives relied on scientific and technical support from WDFW, including the new network of local Lead Entities, the 12 Regional Fisheries Enhancement Groups and the Forests and Fish Agreement.

During the 1999-01 Biennium approximately 25 employees within the Director's Office focused on providing administrative support for the Director and

Director's Office Funding and Personnel, 1999-01 Biennium

(dollars in thousands)

Programs	GF-S		OTHER FUNDS		TOTAL	
	Funding	FTEs	Funding	FTEs	Funding	FTEs
<u>Internal Services</u>						
Director's Office	\$740	4	\$781	7	\$1,521	11
Personnel	\$626	6	\$968	9	\$1,594	15
<u>External Services</u>						
Regional Operations	\$1,676	11	\$1,772	16	\$3,448	27
Intergovernmental	\$1,759	19	\$0	0	\$1,759	19
LEAP	\$47	1	*\$9,107	21	*\$9,154	22
Public Affairs	\$459	5	\$484	4	\$943	9
TOTAL	\$5,307	46	*\$13,112	58	*\$18,419	103

* Includes \$2.5 million for Lead Entity Grants

the Department. These include the Deputy Director, the internal auditor, a quality/performance position and Personnel Office staff.

Besides addressing issues raised by the employee advisory committees, the Personnel Office revitalized 27 employee safety committees to identify workplace hazards and followed through with inspections. These efforts helped to reduce employee injuries by 25% from the previous biennium. It also established a partnership with the Department of Natural Resources and the Interagency Committee for Outdoor Recreation to improve access to state lands for people with disabilities.

The remaining 75 employees within the Director's Office were dedicated to providing programmatic support for the Department, including intergovernmental resource management, regional operations, legislative and constituent relations, volunteer coordination and communications. These work units, discussed below, help to provide overall direction and continuity for WDFW programs throughout the state.

Regional Offices

While WDFW, like other state agencies, is administered from a central office in Olympia, more than half of its employees are assigned to regional offices throughout the state. Each of these six regional offices serves as a hub of activity for biological field work, enforcement of hunting and fishing regulations and customer service.

WDFW's six regional offices are each managed by a regional director, who works with regional program managers to resolve local issues at the local level. As the Director's representatives to each region, the regional directors, along with their support staff, are part of the WDFW Director's Office. Internally, regional directors have responsibility for assuring that Department policy, strategic plans, goals and objectives are implemented in programs administered by regional staff. Externally, they also serve as the main point of contact for local legislators, tribal authorities, county commissioners and the general public.

By balancing responsibilities between central and regional offices, WDFW provides consistency in statewide policy implementation while also drawing on local knowledge and diversity of people throughout the state. While many management re-

sponsibilities – such as wild salmon recovery and dangerous wildlife response – are common to all six regions, others are unique to specific areas of the state. Below is a sampling of the work done by WDFW regional offices during the biennium.

Region 1: Eastern Washington

Regional Office: Spokane

Serving: Serving Asotin, Columbia, Ferry, Garfield, Lincoln, Pend Oreille, Spokane, Stevens, Walla Walla and Whitman counties

- Piloted the Cooperative Compliance Program, helping more than 350 landowners in the Walla Walla River Basin achieve compliance with state and federal laws on fish passage and screening to protect federally-listed salmonids.
- Worked closely with the Snake River/Asotin Lead Entity, local governments and treaty tribes to facilitate salmon recovery in the Snake River Basin.
- Responded to 476 public complaints about cougar activity in 2000 and 2001.
- Launched a five-year research project using radio and satellite telemetry equipment to learn more about mule deer populations in northeast and northcentral Washington.

Region 2: Northcentral Washington

Regional Office: Ephrata

Serving: Adams, Chelan, Douglas, Grant and Okanogan counties

- Helped to establish the Upper Columbia Salmon Recovery Board, a regional salmon recovery forum including three counties and two tribes on the upper Columbia River. Also helped to establish the Okanogan Basin technical working group, designed to address cross-boundary salmon management issues in the Okanogan River affecting the U.S. and Canada.
- Worked with key constituents, agency staff and other partners to secure an easement for the Arrowleaf property in the Upper Methow River drainage, a critical watershed for area salmon recovery. Also worked with local governments to acquire key shrubsteppe areas to protect critical habitat for sharptail and sage grouse.
- Joined with WDFW watchable wildlife specialists and local governments to develop a Coulee Corridor scenic byways program on State Highway 17.

Region 3: Southcentral Washington

Regional Office: Yakima

Serving: Benton, Franklin, Kittitas and Yakima counties

- Worked with a broad coalition of partners to acquire two key properties for fish and wildlife conservation: the McWhorter Ranch in the Yakima watershed and the Trust for Public Lands/Arrowleaf property in Okanogan County. Together, these properties provide critical habitat for a variety of threatened and endangered species, from the pygmy rabbits to naturally spawning salmon.
- Negotiated a land trust to mitigate the effects on fish and wildlife of the new \$50 million Trend West resort in Kittitas County.
- Responded to the drought of 2001 by monitoring stream flows, constructing diversion channels for stranded fish and working with the Department of Ecology to acquire water rights to facilitate fish passage in the Yakima, Methow, Walla Walla and other river basins.
- Assisted in the formation of the Yakima Basin Lead Entity to coordinate salmon-recovery efforts by area cities, counties and the Yakama Nation.
- Designed special hunting seasons and relocated elk to reduce conflicts with wheat growers in the Hanford area. Also worked to reduce elk conflicts in the Nile area.
- Staffed salmon seasons on the Columbia River, areas of which had not been open to salmon fishing in more than 40 years. Provided anglers with information on regulations, river flows and appropriate gear and conducted bag checks to ensure compliance with regulations.

Region 4: Northern Puget Sound

Regional Office: Mill Creek

Serving: King, Skagit, Snohomish, Island, San Juan and Whatcom counties

- Provided logistical support to the U.S. Army Corps of Engineers during the Deepwater Slough Restoration Project, which restored over 300 acres of estuarine habitat on the South Fork of the Skagit River.
- Worked with local governments, legislators, constituents and WDFW staff to complete several watchable wildlife projects, including the

observation tower at Tennant Lake in Whatcom County and the DeBay Slough Swan Reserve and Fir Island Farm Snow Goose Reserve in Skagit County.

- Provided policy and technical assistance to the Tri-County Salmon Recovery Committee, which is working to coordinate salmon recovery projects in Pierce, King and Snohomish counties.
- Arrested four Canadian crab fishers in a major effort to crack down on illegal commercial crab fishing near the Canadian border.

Region 5: Southwest Washington

Regional Office: Vancouver

Serving: Clark, Cowlitz, Klickitat, Lewis, Skamania and Wahkiakum counties

- Participated in negotiations with the Medicine Creek Tribes on an interim hunting and enforcement boundary in areas ceded to the federal government. Regional staff were also the primary contact with legislators and local residents in the affected area.
- Served as lead technical advisor on fish and wildlife issues for the Lower Columbia Fish Recovery Board, which secured \$3 million to complete 15 salmon recovery projects in the region. Regional staff also assisted board members and staff in the development of a comprehensive salmon recovery plan.
- Helped Clark County acquire the Lucia Falls site on the Lewis River for the purpose of protecting ESA-listed steelhead in the area. Regional staff also assisted the county in the acquisition of key chinook salmon habitat on the north fork of the Lewis River.
- Coordinated a feeding effort for elk at Mount St. Helens found starving due to heavy snows and lack of habitat. Also participated in the 20th anniversary of the Mount St. Helens anniversary celebration.

Region 6: South Sound/Pacific Coast

Regional Office: Montesano

Serving: Clallam, Grays Harbor, Jefferson, Kitsap, Mason, Pacific, Pierce and Thurston counties

- Worked with Willapa Bay commercial and recreational fishers to develop a regional planning process specific to Bay fisheries. This plan not

WDFW Management Regions



only laid the foundation for Willapa Bay fisheries, but also provided a model for joint planning efforts in other parts of the state.

- Contributed to the development of the Summer Chum Salmon Conservation Initiative, the first comprehensive regional conservation plan for a federally listed salmon population in Washington. Staff also prepared and submitted a Hatchery and Genetic Management Plan to NMFS for supplementation programs designed to aid recovery of summer chum and Puget Sound chinook salmon.
- Managed the state's highly popular razor clam fishery, attracting 370,000 digger trips and producing an estimated \$9.2 million in economic benefits for coastal communities in the 1999-01 Biennium. Region 6 enforcement officers increased "emphasis" patrols on coastal beaches, resulting in a marked decline in digging outside of allowable harvest areas.
- Provided instruction about the marine environment to more than 3,500 students through school field trips and classroom visits. The region's Marine Education program also reached thousands more people through training events for adults and with displays at state fairs.

Intergovernmental Resource Management Group

In July of 1999, Director Koenings created the Intergovernmental Resource Management (IRM) group to take the lead in developing management options on issues affecting the Department's relationships with tribal governments, foreign nations and federal, state and local agencies. The new management group was designed to improve agency coordination of critical issues ranging from implementation of court orders on tribal hunting and fishing rights to state policies on salmon recovery and the Forests and Fish agreement.

IRM is organized into three divisions.

- The Environmental Management Group largely deals with policy issues affecting fish and wildlife habitat and works closely with local governments and the Department's Habitat Program.
- The Natural Resource Management Group specializes in fish and wildlife resource management issues involving tribal governments, and with federal and international fish and wildlife organizations such as the National Marine Fisheries

Service, the U.S. Fish and Wildlife Service, the Pacific Salmon Commission and the Pacific and North Pacific Fishery Management Councils.

- The Columbia River Management Group focuses on fish and wildlife issues in multi-state and tribal forums such as the Columbia River Compact, Northwest Power Planning Council and Columbia Basin Fish and Wildlife Authority.

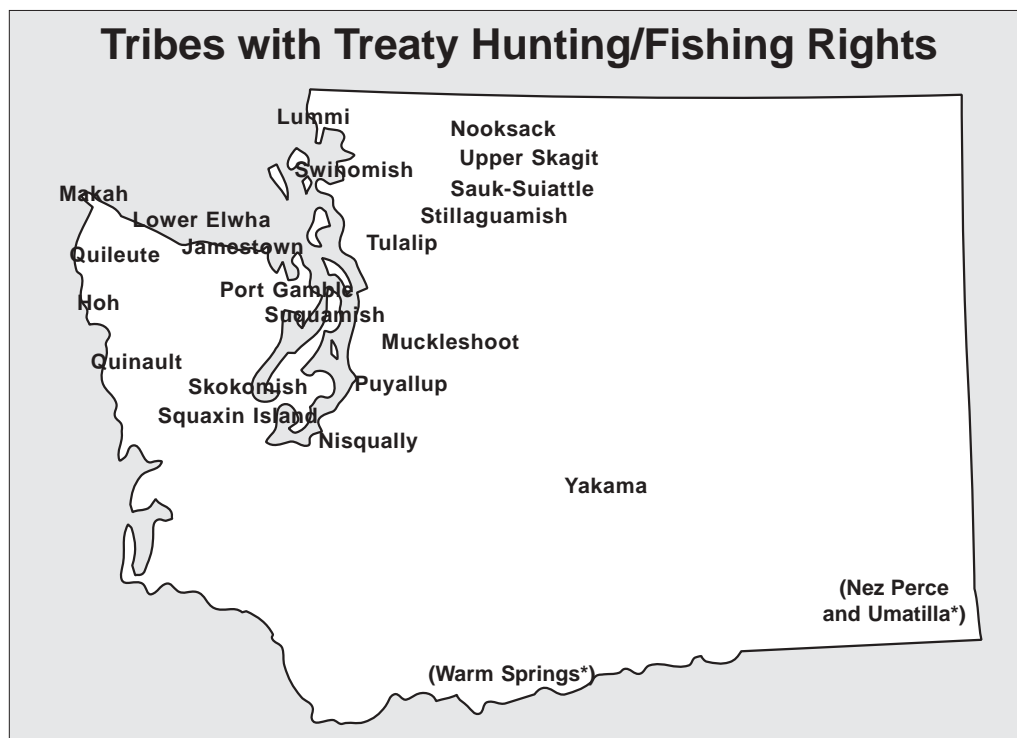
All of these activities requires a focused effort, apart from the day-to-day management management of individual fish and wildlife species. To support the Department's co-management responsibilities, for example, IRM staff works throughout the year with 24 individual treaty tribes in a process to establish annual harvest-sharing arrangements. Each agreement determines tribal/non-tribal harvest sharing for a wide range of salmon, steelhead, marine fish, shellfish and hunted species.

Nearly all the 20 staff members who make up the IRM were drawn from agency resource programs, providing the new policy group with a knowledgeable and experienced staff. Key activities of IRM in the 1999-01 Biennium include:

- **Salmon recovery:** Throughout the biennium, IRM played a leading role in ensuring that WDFW met its responsibilities for salmon recovery. Activities ranged from developing plans and permits required to conduct fisheries and research activities in listed waters to coordinating WDFW's work with other state and federal agencies, treaty tribes and private landowners to facilitate salmon recovery through improvements in forestry and agricultural practices. In addition, IRM was an active participant in the Puget Sound Salmon Forum,

which developed the "Shared Strategy for Salmon Recovery in Puget Sound" to promote recovery of listed stocks on a regional basis.

- **Puget Sound chinook plan:** Uncertainty about the application of the ESA to Puget Sound chinook for fisheries management created an unstable management environment for WDFW, the Northwest treaty tribes and the public. Through two years of intensive, cooperative effort, IRM and tribal fisheries staffs developed the Puget Sound Comprehensive Chinook Management Plan, designed to protect and restore naturally spawning salmon populations in the Sound and still allow for sustainable recreational, commercial and tribal fisheries. The approach outlined in the comprehensive plan provided the foundation for federal approval of Puget Sound fisheries in 2001, the first year those fisheries were managed under the ESA.
- **North of Falcon season-setting process:** Each year, IRM plays a leading role in establishing fishing seasons in state waters designed to protect weak stocks while fairly apportioning harvestable salmon between recreation, commercial and tribal fishers. In the spring of 2000, tensions between these groups led to a



* The Oregon-based Umatilla and Warm Springs tribes, and the Nez Perce tribe based in Idaho, have treaty hunting and/or fishing rights in eastern Washington.

near impasse, resulting in unnecessary fishing restrictions, an erosion of state-tribal cooperation, and loss of public confidence in the North of Falcon season-setting process. In response, IRM worked with tribal leadership and non-Indian recreational and commercial advisors to restructure the process for 2001 planning cycle, providing more time and information to help resolve differences. These changes led to improved cooperation in 2001 among all parties involved in the negotiations.

- **Columbia River spring chinook:** Working with the four Columbia River treaty tribes, the National Marine Fisheries Service and the fish and wildlife departments of Oregon and Idaho, IRM represented the agency in developing an agreement governing the harvest of Columbia River spring chinook for 2001 through 2005. This precedent-setting agreement established an abundance-based approach to salmon management, designed to provide sustainable fishing opportunities while rebuilding natural spawning populations.
- **Ocean groundfish management:** In representing WDFW on the federal Pacific Fishery Management Council, IRM provided leadership in developing coastwide plans to protect and rebuild eight rockfish species declared overfished by the National Marine Fisheries Service. Management actions adopted by the Council have included strict reductions in harvest as well as development of a groundfish strategic plan to address critical issues of fleet capacity and limited-entry requirements. In addition, IRM led WDFW's efforts to develop new experimental fishing opportunities (e.g. sardines, arrowtooth flounder) for Washington-based fishers in tandem with an on-water observer program to determine whether gear and fishing changes are effectively minimizing the encounters of overfished species.
- **Shellfish management:** Concerned about increasing harvest pressure on Puget Sound shrimp, IRM organized a state-tribal work group to develop a better understanding of these shrimp populations, particularly spot shrimp. The work group, which includes fisheries biologists from the University of Washington, successfully identified methods for estimating

shrimp population size, which ultimately help fisheries managers improve management for sustainable harvest.

Legislative and External Affairs

In the 1999-01 Biennium, the Legislative and External Affairs Program (LEAP) encompassed a variety of public outreach activities, ranging from volunteer services to hunter education. Most of those activities are discussed in the last section of this report, titled "Outreach."

As an efficiency measure, LEAP was eliminated in December of 2001 as a specific program and its various activities were assigned to other programs. WDFW's Legislative Office, which coordinates Department activities with the state Legislature, was the only component of LEAP to remain within the Director's Office.

Public Affairs

WDFW's Public Affairs Office works with the Director and the executive management team to coordinate departmental communications with the news media, the public, the Governor's Office and other agencies, tribal governments and various constituent groups. Recognizing the importance of providing timely, accurate information, the Public Affairs staff reaches its diverse audience in a variety of ways.

During the 1999-01 Biennium, Public Affairs staff wrote, edited and distributed 627 news releases and responded to hundreds of inquiries from the news media on topics ranging from hunting prospects in the Olympic foothills to recovery plans for listed salmon stocks. All public releases are posted on the Department's web page, which was expanded to include new features that include an on-line science magazine designed to inform and educate citizens about scientific research undertaken by WDFW employees. Staff also produced a number of interactive web pages, providing an avenue for members of the public to share their views on particular issues and events such as the North of Falcon season-setting process for salmon fisheries.

Public Affairs is also responsible for coordinating responses to public records requests under the state's

Public Records Act. In 1999-01, staff processed 640 requests for records on issues ranging from vessel landings to fish and wildlife survey results.

“Wild About Washington,” a monthly television program produced by Public Affairs and hosted by WDFW employees, was aired by approximately 30 cable outlets throughout the state during the 1999-01 Biennium. Initiated in October of 1998, the program provides viewers with up-to-date information about recreational opportunities and WDFW initiatives.

For more information on those issues, outdoor enthusiasts often turn to “Weekender,” a bimonthly publication produced by the Public Affairs staff that focuses on consumptive and non-consumptive recreational outdoor opportunities offered by the Department. Other publications produced by the staff include a quarterly employee newsletter, special reports including one on the Department’s salmon-recovery efforts (“Partnerships in Science: A New Era in Salmon Recovery”) and other reports to the Legislature and the public. ■

Washington Department of Fish and Wildlife

Sound Stewardship of Washington's Fish and Wildlife

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IN THE NEWS
June 10, 2002

SEATTLE - A Mount Vernon man who admitted to poaching a chinook salmon from the Skagit River in July 2001 has been fined \$5,000 for violating the federal Endangered Species Act (ESA), state and federal fisheries officials announced.
[Full story](#)

OLYMPIA - In a meeting here Friday and Saturday (June 7 and 8) the Washington Fish and Wildlife Commission will vote on rules that would lead to stiffer penalties for taking threatened or endangered fish.
[Full story](#)

OLYMPIA - The Washington Department of Fish and Wildlife (WDFW) is accepting public comments until June 28th on the environmental impact of the department's proposed six-year game species management plan.
[Full story](#)

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Who We Are
From the Director
F&W Commission
Salmon Recovery
Fishing/Shellfishing
Fish/Shellfish Science
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Fish & Wildlife SCIENCE
An Online Science Magazine

Thousands of people every year access WDFW's website (<http://www.wa.gov/wdfw/>) for up-to-date information on fish, wildlife and outdoor opportunities.

BUSINESS SERVICES

THE MISSION OF THE WASHINGTON Department of Fish and Wildlife (WDFW) is “sound stewardship of fish and wildlife.” Since the merger of the former Department of Fisheries and the Department of Wildlife in 1994, WDFW has relied on the knowledge and commitment of its resource managers, field biologists, research scientists, engineers and other program staff to carry out that mission. But by start of the 1999-01 Biennium, the Department also recognized the importance of developing business systems adequate to support its work in an increasingly complex world.

The need for these improvements in this area became readily apparent in 1998, when an unanticipated shortfall in the State Wildlife Fund revealed a lack of adequate financial controls. While finding that the Department is “passionate about its mission to provide sound stewardship of fish and wildlife,” a consultant’s study commissioned by the state Legislature found that “the Department of Fish and Wildlife has historically lacked the requisite business systems characteristic of most state agencies its size.” The report went on to observe that “current systems do not address the requirements of a large, complex and modern organization with 27 operating funds and over 70 different operating budget appropriations.”

With the support of the state Legislature and the Washington State Fish and Wildlife Commission, WDFW made significant progress toward correcting those deficiencies in the 1999-01 Biennium. New business systems were deployed to support functions ranging from cost accounting to license sales, greatly improving operational efficiency and accountability. A critical non-Y2K computer was replaced, and a new strategic planning process was established to determine WDFW’s future information technology requirements.

These improvements, together with careful supervision by the Director and WDFW program managers, not only restored the Department’s financial standing but also prompted greater diversification of program support through partnerships and other sources of funding.

The Business Services Program is divided into four divisions, each with an important role to play in helping WDFW achieve its mission.

Information Services

In its 1998 assessment of WDFW’s business practices, the consulting and accounting firm of Talbot, Korvola & Warwick (TKW) found that “the Department depends on business and financial systems that are part manual, part automated, rely on manual interfaces and lack basic integration capabilities. The technology supporting many of these systems is either outdated or non-existent ...”

Many of these problems, years in the making, were corrected during the 1999-01 Biennium under the leadership of the WDFW Information Services division. Working with a second consulting group that specializes in information technology, the division developed a strategic plan that set the course of improvements in WDFW’s business systems. Key projects completed during the biennium include:

- **Cost Accounting System:** TKW found WDFW’s cost accounting system wholly inadequate to support the agency’s complex financial structure, which involves contracts with local and federal governments as well as a variety



With WDFW’s new WILD system, customers have the option of purchasing fishing and hunting licenses over the counter, by phone or the Internet.

of state funding sources. With \$288,000 in funding provided by the Legislature, WDFW defined its business needs, purchased necessary software and implemented the initial phase of its new cost accounting system in FY 2001. This first phase focused on automating the computation of WDFW's annual indirect cost recovery rate that is applied to federal and local contracts. Also programmed into the new model were program activities and time spent on contracts to ensure WDFW was adequately compensated for those activities. In late 2001, the agency initiated the second phase of the project, which will tie cost accounting system activity to goals and objectives of the Department's overall strategic plan. By 2003, the system is expected to provide cost information that is directly related to levels of effort and performance.

- **Revenue Projection Model:** The State Wildlife Fund, which provided 16% of WDFW's operating revenues in the 1999-01 Biennium, has historically been highly volatile, creating financial uncertainty for the agency. Working with the Washington State Institute for Public Policy, a cross-program WDFW team developed a revenue-projection model that allows the Department to analyze and project Wildlife Fund revenue based on economic, demographic and other trends. Once implemented, the model proved remarkably accurate.
- **Vehicle Mileage Tracking System:** Because of the nature of WDFW's work, the agency has a statewide fleet of more than 1,000 licensed vehicles – including cars, trucks, boats and heavy equipment – in its motorpool. To ensure accurate and timely reporting of licensed vehicle use, the agency implemented an automated Vehicle Mileage Tracking System (VMTS), which allows staff responsible for vehicle management to report monthly usage on-line through the agency Intranet and also get detailed reports of historical costs and usage.
- **WILD Recreational Licensing System:** On March 1, 2001, WDFW's new computerized recreational fish and hunting li-

censing system became operational, ending the decades-old practice of processing license sales by hand. For customers, arrival of the new Washington Interactive Licensing Database (WILD) meant that licenses could be purchased over the phone or – as of July 2001 – via the Internet. For WDFW, the new system reduced the average 45-day processing time for license revenues received from dealers to just two weeks. Automatic deductions from dealers' accounts have also significantly reduced outstanding debts owed by dealers since the WILD system was deployed. WDFW continues to meet weekly with MCI/WorldCom, which developed WILD in return for a 9.5% transaction fee on sales, to improve the stability and reliability of the system.

- **Licenses and Fish Tickets (LIFT):** At WDFW, Y2K computer compliance centered on two issues: older personal computers (PCs) and the aging Prime mini-computer. Testing and remediation of PCs was completed in the 1997-99 Biennium, but it was determined that the Prime system – used to manage fish ticket and commercial license data – could not be brought into compliance. With \$770,000 from the state's Y2K funding pool, the agency's Information Services division safeguarded that data by transferring it to existing Unix systems and built the new LIFT system which became operational in October of 2000. The new LIFT system achieved all major objectives, but more work remains to be done in building additional capabilities.

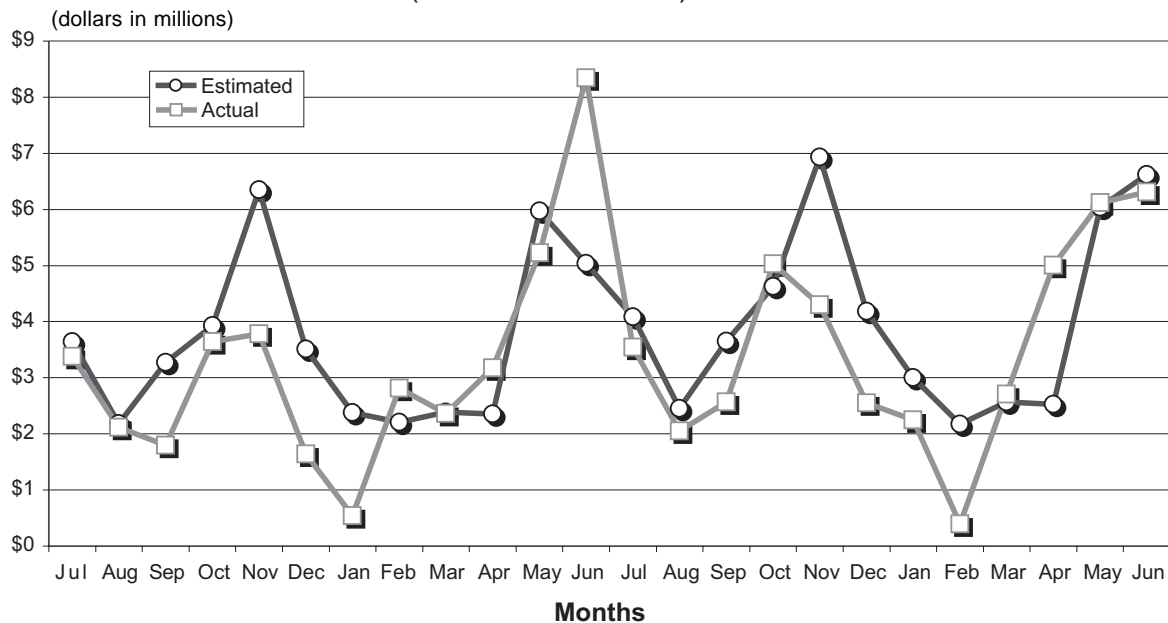
Other changes implemented under WDFW's strategic plan for information systems include evaluating information technology specialists across the agency, reorganizing into a more efficient, centralized structure, adding three new programmers to manage the

Business Services Funding and Personnel, 1999-01 Biennium

(dollars in thousands)						
Division	GF-S		OTHER FUNDS		TOTAL	
	Funding	FTEs	Funding	FTEs	Funding	FTEs
Business Services	\$697	6	\$720	10	\$1,417	16
Information Services	\$2,311	14	\$842	7	\$3,153	21
Financial Services	\$5,215	25	\$16,124	34	\$21,340	59
Licensing	\$1,161	14	*\$26,400	14	*\$27,561	28
Capital/Engineering	\$162	4	\$2,407	14	\$2,569	18
Commission	\$138	2	\$146	1	\$284	3
TOTAL	\$9,683	65	*\$46,640	80	*\$56,323	145

* Includes \$24.5 million in federal funds for Commercial Fishing License Buy Back

Wildlife Fund Revenues Track Closely with Projections (1999-01 Biennium)



Department's business support applications and moving to a 42-month lease plan and replacement schedule for agency PCs.

In addition, a new governance model was implemented in January of 2000, giving WDFW's Executive Management Team (EMT) formal responsibility for developing recommendations to the Director on information services policies and strategies. The Information Services Manager works with the Deputy Director and the Assistant Director of Business Services to define and present issues to the EMT for discussion and approval. A cross-program Information Technology Technical Committee provides staff support on technical issues.

Financial Services

Few areas of WDFW's operations received more scrutiny – or support – during the 1999-01 Biennium than the Financial Services Division. While the size of the division's staff remained virtually unchanged from the previous biennium, its methods of operation underwent a major transformation as the Department overhauled its business systems.

Various units with the Financial Services Division prepare and monitor the Department's biennial bud-

get, track and project revenues, provide centralized accounting services for all WDFW programs and manage the Department's vehicle fleet. The division also manages nearly 2,000 active grants and contracts, ranging from incoming federal hatchery funds to expenditures for field studies conducted by other agencies and institutions.

Technological improvements completed during the biennium revolutionized the way many of these tasks are performed. As previously noted, WDFW's new cost accounting system, revenue projection model, vehicle mileage tracking system and recreational licensing system all provided access to timely information necessary to accurately monitor the Department's financial position.

An economist was also added to the Business Services staff to provide expertise in revenue analysis and marketing. In addition, WDFW became a pilot agency for the statewide Fastrack system, which provides a wide range of state financial information over the Intranet.

In line with these changes, the division was realigned and additional training was provided for staff. Several positions were upgraded to attract highly qualified applicants as part of the Department's new focus on efficient business operations.

Fishing and Hunting License Revenues

Recreational Fishing

	FY00 Licenses	FY00 Revenue	FY01 Licenses	FY01 Revenue	Biennial Licenses	Biennial Revenue	Historical ¹ Average
Combination							
Resident	120,349	\$4,332,564	157,798	\$5,680,728	278,147	\$10,013,292	\$9,382,790
Non Resident	933	\$67,176	1,256	\$90,432	2,189	\$157,608	\$188,784
Youth	8,075	\$40,375	5,115	\$25,575	13,190	\$65,950	\$72,372
Disabled/Veteran	9,412	\$47,060	10,463	\$52,315	19,875	\$99,375	\$34,098
Freshwater							
Resident	345,042	\$6,900,840	398,836	\$7,976,720	743,878	\$14,877,560	\$14,309,930
Non Resident	9,147	\$365,880	13,067	\$522,680	22,214	\$888,560	\$958,350
Senior	30,580	\$152,900	36,393	\$181,965	66,973	\$334,865	\$116,686
Saltwater							
Resident	49,512	\$891,216	49,591	\$892,638	99,103	\$1,783,854	\$1,584,732
Non Resident	2,263	\$81,468	2,319	\$83,484	4,582	\$164,952	\$208,948
Senior	10,574	\$52,870	14,239	\$71,195	24,813	\$124,065	\$37,278
Shellfish/Seaweed							
Resident	144,874	\$1,014,118	158,755	\$1,111,285	303,629	\$2,125,403	\$1,368,100
Non Resident	7,602	\$152,040	8,643	\$172,860	16,245	\$324,900	\$178,170
Senior	15,250	\$76,250	18,490	\$92,450	33,740	\$168,700	\$116,980
Two-Day	206,549	\$1,239,294	228,575	\$1,371,450	435,124	\$2,610,744	\$2,318,080
Total Recreational Fishing	960,162	\$15,414,051	1,103,540	\$18,325,777	2,063,702	\$33,739,828	\$30,875,298

Recreational Hunting

	FY00 Licenses	FY00 Revenue	FY01 Licenses	FY01 Revenue	Biennial Licenses	Biennial Revenue	Historical ¹ Average
Small Game							
Resident	92,631	\$187,480	108,512	\$2,600,014	201,143	\$2,787,494	\$3,217,614
Non Resident	2,754	\$214,080	2,862	\$227,896	5,616	\$441,976	\$295,808
Youth	8,233	\$92,975	10,400	\$122,657	18,633	\$215,632	\$125,182
Disabled/Veteran	1,458	\$14,488	1,736	\$20,793	3,194	\$35,281	\$10,442
Big Game							
Resident	191,457	\$8,305,164	208,751	\$10,315,778	400,208	\$18,620,942	\$17,456,432
Non Resident	8,848	\$3,161,580	1,655	\$638,400	10,503	\$3,799,980	\$1,041,778
Youth	11,761	\$264,173	15,265	\$349,793	27,026	\$613,966	\$566,790
Disabled/Veteran	2,891	\$75,419	3,714	\$96,557	6,605	\$171,976	\$109,074
Total Recreational Hunting	320,033	\$12,315,359	352,895	\$14,371,888	672,928	\$26,687,247	\$22,823,120

Commercial License Revenues

	FY00 Licenses	FY00 Revenue	FY01 Licenses	FY01 Revenue	Biennial Licenses	Biennial Revenue	Historical ² Average
Salmon Gear	927	\$476,630	862	\$430,595	1,789	\$907,225	\$1,003,048
Salmon waiver	650	\$74,750	825	\$65,780	1,475	\$140,530	\$150,816
Charter	175	\$78,325	142	\$60,365	317	\$138,690	\$138,068
Other food fish	258	\$48,858	264	\$54,020	522	\$102,878	\$104,396
Shellfish	893	\$241,280	642	\$179,900	1,535	\$421,180	\$413,766
Wholesale	749	\$130,210	819	\$138,875	1,568	\$269,085	\$274,070
Commercial water/ non-salmon	457	\$79,285	457	\$78,025	914	\$157,310	\$169,488
Specialized Wildlife	1,380	\$126,391	927	\$117,865	2,307	\$244,256	\$247,378
Other	1,167	\$69,198	1,268	\$68,533	2,435	\$137,731	\$130,006
Total Commercial	6,656	\$1,324,927	6,206	\$1,193,958	12,862	\$2,518,885	\$2,631,036

¹Average biennial revenue from recreational license revenues from 1989-1999, with the exception of some senior licenses. Special licenses for saltwater fishing were not available to seniors until 1992 or until 1995 for shellfish. Annual averages for those license revenues are based on a seven- and five-year period respectively.

²Average biennial revenue from commercial licenses from 1998-02. Previous totals are not comparable due to changes in licensing system.

Licensing

Working in conjunction with more than 550 authorized dealers statewide, the 15 employees in the Licensing Division processed nearly three million new recreational and commercial hunting and fishing licenses during the 1999-01 Biennium, along with associated permits, tags and catch record cards. Total revenues generated by these sales exceeded \$60 million.

Deployment of the new WILD recreational licensing system in 2001 brought a number of added conveniences for WDFW's customers, while increasing efficiency and accountability at the Department. That followed a major change in the timing and structure of recreational hunting and fishing licenses made in January of 1999. With the approval of the state Legislature, the license year was changed from January 1 through December 31 to April 1 through March 31 to correspond more closely to hunting and fishing seasons. An interim license was available for hunters and fishers wishing to hunt and fish between January 1, 1999 and March 31, 1999.

In addition, old licensing designations of "food fish" and "game fish" were changed to "saltwater" and "freshwater." Enhancement funds such as the "warm water enhancement fund" were rolled into the cost of these fishing licenses, making the new licenses more straight-forward and easy to understand. Similarly, the new hunting license structure rolled individual hunting license items together into packages, offered at discounted prices.

Capital Programs and Engineering

During the 1999-01 Biennium, WDFW work crews completed major renovation projects at eight fish hatcheries, installed custom-fitting screens at 10 new locations to protect migrating fish, built nearly 10 miles of new elk fencing and graded more than 200 miles of agency-owned roads.

For these and other projects, WDFW relies on the Engineering and Capital Programs Division and its staff of engineers, surveyors and other construction professionals. In addition, the Division develops and prepares the Department's ten-year capital construc-

Fishing and hunting licenses go WILD

Hunters and anglers saw several major changes in WDFW's licensing system during the 1999-01 Biennium – including the added convenience of being able to purchase a recreational license over the phone or the Internet.

Immediately after WDFW's new Washington Interactive Licensing Database (WILD) became operational March 1, 2001, agency customers could purchase recreational licenses over the phone or at one of 550 dealers connected to the WILD system statewide. As of July 2, hunting and fishing licenses could also be purchased over the Internet.

The new system also helped to reduce the average 45-day processing time for license revenues received from dealers to just two weeks. It has also significantly improved the timely collection of licensing fees and reduced outstanding debts owed by dealers.

tion plan and biennial capital budgets. The four work groups within the division include:

- Capital Budget Management, which managed the Department's \$26.7 million capital budget during the 1999-01 Biennium.
- The Engineering Design and Technical Group, which provides facility planning and permitting and manages WDFW's public works projects.
- The Lands Surveying Group, which conducts topographic and property boundary surveys for use by the engineering group and Real Estate Services.
- The Construction and Maintenance Group, which performs general construction and maintenance work at WDFW facilities, wildlife areas and access areas.

Key Division accomplishments during the biennium include renovation of the Issaquah Hatchery, completion of the Deepwater Slough project in Skagit County and accessibility improvements at dozens of access areas, boat ramps and toilets maintained by WDFW. ■